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**Second Report
of
The Royal Commission
of Inquiry**

Algoma University College

Commissioner
John W. Whiteside, QC

July 30, 1976



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SECOND REPORT
OF
THE ROYAL COMMISSION
OF INQUIRY

ALGOMA UNIVERSITY COLLEGE

COMMISSIONER

JOHN W. WHITESIDE, QC

30 JULY, 1976

To Her Honour,

The Lieutenant Governor of Ontario,

May It Please Your Honour,

I, the undersigned, John W. Whiteside, a Professor in the Faculty of Law of the University of Windsor, appointed Commissioner by Order-in-Council OC 616/76 pursuant to the provisions of the Public Inquiries Act 1971 and approved by Your Honour on the 10th day of March A.D. 1976, as amended by Order-in-Council OC 1248/76 and approved by Your Honour on the 5th day of May 1976, to inquire into, study and report upon:

- 1) All aspects of the management of Algoma University College bearing upon its effective operation including:
 - a) the relationship between the Board of Governors of Algoma University College and any and all entities, organizations or elements thereof,
 - b) the relationship between the Board of Governors of Algoma University College and the Board of Directors of Algoma College Association,
 - c) the affiliation between and other arrangements existing between Algoma University College and Laurentian University,
 - d) the means employed in the incorporation of the aforesaid College and Association and the adequacy and propriety thereof.
- 2) To make recommendations regarding any actions or alterations which may be deemed appropriate for the implementation of any recommendations arising from (1):

Beg to Submit to Your Honour
The Following Further Report.

John Whiteside

Commissioner

Sault Ste. Marie, Ontario

30th July, 1976

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I. INTRODUCTION

The original terms of reference of the Commission required a study of all structural and procedural aspects of the management of Algoma University College.

Preliminary inquiries revealed a large number of problems of a financial and academic nature which cast serious doubt upon the ability of the college to survive. Also, a series of allegations of impropriety had been made, which demanded careful investigation.

Since the terms of reference were not sufficiently broad to permit an appropriate inquiry to be made, I requested that they be enlarged by Order-in-Council to include all aspects of the management of the college.

I felt compelled to issue a preliminary report as quickly as possible after the conclusion of the public hearings on June 17th last in order to clear the reputations of those persons and groups against whom allegations had been made. This document was delivered on July 1st.

It was equally important, in view of my findings, to propose a transitional administration in order to deal with the urgent and critical problems which were exposed during the inquiry.

The most critical of these findings were the following:

- a) a situation of extreme financial exigency;
- b) a loss of confidence by the community in the administration of the college;
- c) a serious underemployment of academic staff;
- d) the lack of an adequate response to dropping enrolment;

- e) the existence of anomalous academic practices;
- f) tension and hostility existing between the various elements of the college;
- g) the lack of a suitable structure for assuring cooperative and sound planning and administration;
- h) the lack of definition of aims and objectives of the college;
- i) the inability or failure of the college to identify a proper role for itself within the community;
- j) the lack of short-term and long-term financial and academic planning.

The preliminary report indicated that all major elements of the college and corporation shared responsibility for these defects and deficiencies.

For this reason, I recommended the disbandment of the Board of Directors and Academic Council and the establishment of a Board of Trustees.

I am aware of the heavy burden which my proposal places upon the trustees. In assuming office they are faced with problems of a critical nature. These require direct and immediate action if the institution is to survive.

The enclosed second report is an attempt to indicate areas of special concern to the trustees and to make certain suggestions for their consideration.

It is of vital importance that the trustees be appointed at the earliest date, particularly in light of the fast approaching start of the academic year 1976-77. This report has therefore, been prepared with the same sense of urgency and need for haste as the preliminary report.

I must acknowledge that this document contains merely an overview or survey of the position of the college. It is my hope however, that it does identify the major problems to be addressed by the trustees and that it will assist them in their work.

II. A REALISTIC ACCOUNTING

I must emphasize, in the strongest terms, that Algoma University College is in a state of extreme distress. I do not believe it can survive unless strong measures are taken immediately to correct its problems. If significant progress is not made during the coming academic year, this Commission would be failing in its duties and responsibilities if it did not recommend dissolution, or at least, changes in the organization and governance of the institution which would alter, fundamentally, its powers of self-governance.

All elements of the college must be aware of these circumstances. Each must accept the challenge and the opportunity which this report provides. Each must cooperate fully and effectively with the Board of Trustees. Without this cooperation and dedication of all such elements, no solution will be achieved.

Any proposal by me to apply "band-aid" solutions to correct the serious problems of the college would be unrealistic and naive. And any thought on the part of a member of faculty, administration, student body, support staff or other member of the college community, including its alumni, that without his or her full effort, cooperation, dedication and sacrifice, the college will succeed, would be wholly unrealistic and reflect a total lack of awareness and sensitivity.

The time has long since passed for any element of the college to blame another for the distress in which the institution finds itself. No longer can members of the college community indulge themselves in the belief that faults lie in inadequate government funding, inappropriate structure and procedures, the failure of individual administrators and other factors. This fault-finding will not provide the answers to the college's problems.

I suggest that solutions lie in a realistic definition of the role of the college in the development of plans, programmes and procedures which will make it responsive to the community's needs and assure the efficient, economic and productive employment of its manpower and other resources.

It would be inviting to compare Algoma University College with other universities in Canada and in particular, those in Southern Ontario. While making allowances for different sizes, one might, if the comparison were valid, examine the methods employed in such institutions to cope with the phenomena of falling enrolments, reductions in the level of support and changing student preferences.

I suggest that such a comparison, though useful, will not suffice. I believe that there are, and necessarily must be, basic differences between Algoma and other universities. These differences arise out of the nature of the communities served by the institutions, the relationships between them and other post-secondary facilities, student preferences and attitudes, research opportunities for faculty, secondary school population and a host of factors relating to the environment of the community in which they are located.

Algoma University College is located in a well-developed, but isolated community of modest size. Students in the area have demonstrated a preference to attend universities in southern Ontario. Secondary school enrolment is falling. Research facilities for faculty are meagre if not non-existent in certain disciplines. Algoma is in competition for students in a shrinking market with two nearby larger institutions, Sault College of Applied Science and Technology and Lake Superior State College in Sault Ste. Marie, Michigan. It is also in competition with its parent body, Laurentian University, and to a lesser extent, with Lakehead University at Thunder Bay.

All of these factors force a conclusion that Algoma is faced with a unique set of circumstances which demand recognition of the fact that if it is to survive, it must make a substantial departure from the traditional roles adopted by degree-conferring institutions and their faculties.

Unfortunately, there has been little or no acknowledgement of this fact within Algoma University College and the outside community.

It would appear that the central planning thrust of Algoma and its supporters within the community has been to develop a small university modelled upon those elsewhere. In so doing, it has expanded its programmes, in many cases without assurance of adequate student demand, and has ventured into certain areas of Science. These efforts have resulted in serious economic distress and have brought it into collision with government authorities who have, I believe, realistically envisaged a different role for the institution.

The inquiry undertaken by the Commission has provided a recognition that such planning threatens the destruction of the institution. The inquiry has also permitted an opportunity to re-examine the basic role and objectives of the college and the roles, duties, qualifications and academic responsibilities of its faculty.

The transitional year proposed in the preliminary report will not be easy. It will be a time of rigorous self-examination and evaluation.

The period will be made more difficult because of the tensions, conflicts and failures which have preceded the Commission's investigations.

These should be identified in order that they may be avoided in the future. In so doing, I do not intend to rekindle these tensions but rather, in identifying them, permit their avoidance in the future.

Of foremost importance, I have found that there is no clear definition of the objects and responsibilities of the college to the community. Further, there is no clear definition of the role and responsibilities of the Board of Governors, the Academic Council, the faculty and the administration of the college in achieving these objectives and assuring the efficient and economic operation of the college.

In the circumstances, none of these elements of the college has been able to fulfil its specific role and discharge its responsibilities. And worse, it appears that the energies of the several components of the college during the past several years have been devoted more to internal bickering and strife than to cooperative resolution of these problems. This fact more than any other has caused the college to lose credibility with major segments of the public.

The college cannot be restored to viability unless it immediately undertakes steps to regain its credibility and make a clear demonstration that it is able to justify the confidence of the government, the community and students alike. In order for this to be accomplished, all persons associated with the institution, administration, faculty, support staff and students, must put aside past differences, exercise self-discipline, and begin to deal on a cooperative, rational and common sense basis. No less is expected of them and no less will justify their continued existence.

Immediately after the Board of Trustees has assumed control, the role of the college within the community must be determined and the priorities for development established. An assessment must be made of financial and manpower resources. Academic programmes must be rationalized and a coherent plan developed. This plan must be based upon an appropriate set of academic priorities which reflect the needs of the community and the capabilities of the college.

A fresh approach must be found to achieving financial, academic and administrative flexibility in order to deal effectively and responsively with changing student preferences, community needs and competitive realities.

New modes must be examined and developed for assuring a process of shared responsibility in areas of academic, financial and general administration. And, to assure that the confidence of the public is regained, and academic standards upheld, the faculty in particular must cooperate with the governing elements of the college in establishing standards and criteria relating to such issues as teacher productivity, workload, class size, tenure, advancement in academic rank, appointments and other matters. These must be developed in a spirit of cooperation and mutual respect. They cannot be developed if the existing relationship is continued.

In particular, and in fairness to persons who have served the college as teachers for many years, work must be begun to correct certain anomalous academic practices which have continued for too long.

A special and peculiar responsibility and obligation is imposed upon an academic person. He is privileged to undertake his profession within long-established academic traditions. He must recognize, however, that the enjoyment of these privileges

carries with it, as is the case in other professions and callings, certain responsibilities and obligations which he cannot and must not avoid if he is to enjoy the support of the community.

Those non-academics who participate in the administration of the college must themselves become informed and sensitive to the peculiar and special needs of the university community, to respect academic traditions and avoid the application of procedures which are offensive to such traditions.

These general observations are intended to preface a discussion of the special problems which have been encountered at Algoma University College in the past several years and which have produced conflict, strife, embarrassment and hardship for everyone connected with the institution.

They are not intended to reopen old wounds or to reflect gratuitous criticism upon the persons to whom they are directed. They are seriously intended as a reminder to all that each has a special responsibility to adopt a positive, disciplined and constructive attitude. Without this, the college will not survive.

III. THE ROLE OF THE COLLEGE: A CHANGE IN CONCEPT

I seriously question whether the environment of Algoma University College permits it to function in the same manner as other university-level institutions located in areas of greater population density and having access to a wider range of research facilities.

The needs of its constituency differ from those of such other universities. These needs may be broadly defined as social, economic and cultural in nature.

Government policy dictates that Algoma must function as a liberal arts college. It is in this context that its planning must be undertaken and its role defined. But within this context there are provided, I believe, wide opportunities for the identification and development of a vital and dynamic role in the City of Sault Ste. Marie and the District of Algoma.

To exploit these opportunities will demand the creative imagination and administrative skills of the administration and faculty of the college. It will demand link-ups and relationships with other institutions and facilities which are either unknown to or little recognized in a traditional liberal arts college.

It will require the adoption of a fresh, innovative approach to the development of a meaningful and responsive role for the college within the community.

The college must not only be perceived as an educational institution, but also be recognized as a centre for culture and recreation in all the aspects which these terms imply.

Such a perception imposes special burdens and creates fresh opportunities for the institution, its faculty and everyone associated with it. It indicates that different criteria should be developed to apply to the selection, promotion and retention of faculty, to the nature of college programmes and possibly to funding.

I suggest that a practical illustration of the adoption of such a role is best given by depicting the profile of a member of academic staff best suited to implementing the policy. The person would be one who is excited by the concept of the college being an integral part of the community it serves, who sees the college as exercising a positive, dynamic and constructive role in serving the entire community - young and old, professional and non-professional, working man and housewife. Such a person would see and accept the challenge of developing cooperative programmes with other health, welfare, governmental, educational and cultural bodies within the community. The person would not be bound by the traditional roles adopted by degree-granting institutions elsewhere and would be prepared to enter into a creative partnership with other organizations, playing a dominant or subservient role, to assure the fulfilment of a community need.

Finally, such a person would recognize the singular advantages of the Algoma District and consider the development of programmes which are indigenous to the area and which reflect its proximity to the United States, its location on the fringe of the Canadian North and its rich historical lore.

Possible programmes might involve developing cooperative studies in Canada-U.S. relations with Lake Superior State College; or recognizing a moral commitment to retaining an

Indian presence on the campus of the college and developing a cross-cultural programme to reflect this.

In short, I am urging consideration of a departure from the traditional role of the college and its adoption of a policy providing for a more intimate and direct involvement in the community through joint undertakings with other institutions and organizations in the area.

IV. THE PRELIMINARY REPORT

The investigations undertaken by the Commission revealed Algoma University College to be in a serious state of disarray. My preliminary report, dated June 30, 1976, was issued with all possible haste following conclusion of the hearings on June 17th, in order to provide for a transitional period of administration under a Board of Trustees so that the trend of the college toward financial and academic insolvency might be reversed.

In so doing, I reflected my concern that only by instituting a responsive and a knowledgeable administration and securing the active support and assistance of the faculty and the community, could the college be restored to a viable condition.

The following is a summary of the major recommendations contained in the preliminary report:

- a) that the Board of Directors and Academic Council be disbanded;
- b) that a Board of Trustees be appointed comprising a distinguished academic administrator, a former member of the board and a tenured member of faculty;
- c) that the academic administrator be President of the Corporation and assume the duties of the principal;
- d) that the Board of Trustees assume the duties of the Academic Council;
- e) that staff policies adopted by the Academic Council and the former Board of Governors be ratified and confirmed;
- f) that an Advisory Council to the Board of Trustees be established having a membership of not more than eight in number, to be appointed by the Board of Trustees, who advise the trustees on policies relating to development, fund-raising, alumni affairs, recruiting and outreach into the community.

The trusteeship was proposed to assure that all problems would be taken in hand and dealt with in a responsive fashion at the earliest possible date. The report proposed that the trustees remain in office for a period terminating not later than June 30, 1977.

The composition of the Board of Trustees assured that appropriate emphasis be given to academic and financial planning through the chairman. The remaining members were recommended in order to afford representation to the faculty and the community and assure continuity of experience. It was felt that the small size of the Board of Trustees would permit responsive and quick action to be taken to meet the number of exigencies which are expected to arise.

The duties of the principal were recommended to be transferred to the President of the Corporation in order to avoid continuing friction and conflict between the principal and members of faculty.

Confirmation of the academic and support staff policies was proposed in order to assure the maintenance of settled conditions in those important areas during the transitional period. In so doing, I was mindful of the fact that such policies cannot presently be changed because of the provisions of the Labour Relations Act. Any change would constitute unfair labour practice.

The proposal did not, however, imply endorsement of these policies. Indeed, I would observe that they must ultimately be changed in order to correct certain severe problems which presently exist and to reflect a change in the role to be played by the college in the community.

Though the Board of Trustees and the Faculty Association may negotiate changes in academic policies to accommodate

the change in structure during the transitional period, I am suggesting postponement of a major reorganization until after the final report of the Commission is delivered.

Finally, the preliminary report proposed that the Directors, Faculty and Academic Council of the college undertake the recommendations voluntarily. I made this proposal in order that they might make a demonstration of their determination to restore the college to a viable condition and also to ensure retention of their autonomy.

In my preliminary report, I undertook to deliver the within report and to submit a further and final report on or before June 30, 1977.

V. IMPLEMENTATION OF RECOMMENDATIONS
CONTAINED IN THE PRELIMINARY REPORT

The preliminary report, dated June 30, 1976, was delivered to an agent of the Ministry of the Attorney General on July 1st. It was submitted to Cabinet on July 6th and made public on the following day. Thereafter, various parties represented at the public hearing commented upon it.

On July 16th, Academic Council passed a resolution to disband voluntarily following adoption of enabling resolutions by the Board of Directors of Algoma College Association.

On July 20th, the Board of Directors met and, while approving the recommendations contained in the preliminary report, recommended several proposals to the Minister of Colleges and Universities, The Honourable H.C. Parrott, for the consideration of the Lieutenant Governor in Council.

On the following day the Minister and the Deputy Minister, Dr. J. Gordon Parr, met with the Board in Sault Ste. Marie and considered the proposals. After the meeting, I was asked to comment upon the proposals. My comments were confirmed in a letter dated July 22nd addressed to the Minister. The letter and a copy of the resolution of the Board of Directors are attached hereto as Appendices A and B respectively.

As my letter indicates, I consider the proposals made by the Directors to be consistent with the spirit and intent of the recommendations I had earlier made.

The actions and comments made by the various elements of the college following issue of the preliminary report have been consistent with my earlier appreciation of the character and quality of the individuals concerned. Despite the sweeping

nature of the proposals and their effect upon the bodies of which they were members, their responses were positive in nature and reflected the genuine concern of such individuals for the welfare of the institution. At the date of writing this report, appropriate steps are being taken to implement the earlier recommendations.

I am personally grateful for the respectful consideration which has been given to that report.

VI. COMMENTARY FOR TRUSTEES

This report will endeavour to set forth certain findings of the Commission which I think are relevant and important to the trustees. It will also attempt to identify areas of special interest and concern.

It will make proposals regarding the structure and method of operation of the trustees for their consideration, comment on certain management problems and make reference to the relationship between the college and the community.

It will also indicate a range of options for the future, comment upon the role of the Commission during the transitional period and make mention of certain special concerns to the faculty, the community and the government.

The preliminary report indicated, in the section entitled, "Guidelines for Administration" that the within report would deal with the several topics enumerated in the section. On reflection, I have concluded that most of these topics ought to be considered in detail in the final report in which I will consider a permanent structure and procedures. At that time I will be able to draw upon the insights, knowledge and experience of the trustees which they have acquired during their term of office.

The final report of the Commission, to be delivered in early May, 1977, will assess the viability of the college. If an appropriate role has been identified for it within its means and capabilities, a permanent structure and procedures will be recommended. These will assure, to the best of my ability, that the administration of the institution will be responsive and accountable to the community and afford proper recognition of academic tradition.

1. The Nature of Algoma University College

The college began operations in 1967 as a single-tier Liberal Arts institute affiliated to Laurentian University which, together with Lakehead University, were designated the degree-conferring institutions to serve northern Ontario within the Ontario system.

The supporters of the college had strong aspirations to achieve university status. They continued to press for such recognition until after the appointment of this Commission.

An expansionist policy was followed by the college and in 1971 and 1972, second and third years of the General Arts programme were added. The wisdom of this decision was questioned by some, particularly in view of the relatively small population base upon which the college relied and the preference of students to enter Arts programmes offered in southern Ontario universities.

Of particular concern was the fact that such programmes at Laurentian and Lakehead as well as at many southern universities, were under-enrolled. Algoma's expansion was seen by many to be unjustified in system-wide terms.

From its inception, Algoma has been cautioned by the government against expanding into the Science area. Yet in 1975, the Interdisciplinary Life Sciences programme was established. This programme involved a commitment to Science. It was to be financed out of free funds available to the college since the government had declared firmly that no additional operating or capital funds would be made available to the college to finance it or other Science programmes.

The programme was discontinued while the Commission's public hearings were in progress since it was clear that it could not be sustained by the dwindling resources of the college.

The government has stated firmly the role to be played by Algoma University College within the Ontario system; namely, a Liberal Arts college.

As such, the college serves an important function within Sault Ste. Marie and the Algoma District by providing the broadening experience of an Arts programme.

Evidence was adduced at the public hearings indicating that the Sault Ste. Marie community has a need for the college, especially to serve those persons who, for economic and other reasons, are unable to attend universities elsewhere. Whether Algoma University College can, in light of economic and other conditions, fulfil this role within the Ontario university system is the crucial question which must be considered by this Commission in its final report.

2. Enrolments

Enrolment is critical to Algoma University College. Ninety-five percent of the students currently attending the institution are from Sault Ste. Marie and the Algoma District. Three out of four students graduating from secondary schools in the area attend other Ontario universities. According to the report of Clarkson, Gordon & Co., high school enrolment projections in the Algoma District will begin to decline during the next two to three years. There will be thirty percent fewer Grade 13 graduates in 1986, than there are currently in 1976. This figure is to be compared with the nineteen percent projected decrease in enrolments system-wide throughout Ontario. Full-time enrolment in the college has declined by one-third during the past five years. It was 329 in 1971-72 and 223 in 1975-76. First year enrolment has declined by one-half during the same period. The number of part-time students has declined from 2,074 in 1970-71 to 1,672 in 1975-76. Intersession and summer session have not increased total part-time enrolment.

This fact indicates the need for a careful reappraisal of the validity of continuing these sessions in the future.

Laurentian and Lakehead universities, as well as those in southern Ontario, compete with Algoma College for the limited number of students who are attending Ontario universities for a general Arts degree. In most, if not all, of these institutions a fall-off of enrolment has been experienced in the Humanities and each is exerting major efforts to recruit students to the Arts area to correct the problems created by under-enrolment.

These institutions are more highly competitive than Algoma. They have skilled recruiting forces. They have residences and amenities which are not available to Algoma. They tend to capitalize on the long-standing predilection of Sault Ste. Marie students to attend university in southern Ontario.

Of critical importance to a consideration of enrolments in the college is recognition of the existence of Lake Superior State College in Sault Ste. Marie, Michigan as well as Sault College of Applied Arts and Technology. The former institution, having a full-time student body of approximately 1,800, is a growing university offering degrees in a wide range of disciplines. It is organized into two faculties: Science and Technology, and Arts and Social Science. It has an imposing physical plant which features a physical education and recreation complex constructed at a cost in excess of \$10,500,000. A more detailed commentary upon Lake Superior State College is contained in Appendix C.

Sault College, though directing its activities to technical and career-oriented programmes, nevertheless is a direct competitive threat to Algoma because of an agreement whereby Sault College graduates can enrol in the final year of certain degree programmes at Lake Superior State College.

A fuller commentary on the programmes of Sault College is contained in Appendix D.

The Clarkson, Gordon report further indicated that although the full-time equivalent student registration at Algoma over the past several years had been substantially increased by the enrolment of school teachers, enrolments must be expected to decrease in the future. It also indicated that part-time enrolment appears to follow a cyclical pattern satisfying demands in specific sectors of the population. Significantly, the report indicated that satisfaction of a number of areas of academic demand which appear to exist, may be denied Algoma University College by virtue of its affiliation with Laurentian University. Accordingly, some relaxation of these restrictions may be indicated, provided viable courses can be mounted.

It is clear that Algoma University College must take aggressive steps to increase its student intake. It must not only attempt to gain a larger proportion of local students attending university, possibly by means of an improved system of scholarships and bursaries, but also seek to attract students from southern Ontario.

I suspect there is a desire on the part of many secondary school graduates in southern Ontario, particularly those for whom winter sports and the Canadian North have an attraction, to escape the crowded, impersonal universities and urban life styles of the southern centres. This group of persons might yield recruits to Algoma if appropriate recruiting efforts were made.

Further comment will be made upon the important subject of recruiting and development in a later section of this report.

3. Quality of Academic Staff and Programmes

The quality of academic staff and programmes has a bearing upon recruitment.

It is beyond my capacity to comment upon the quality of the academic staff at Algoma University College. However, evidence available to the Commission indicates that the vast majority of the staff members are devoted to the institution and to their students. The student body relates well to the staff. Recruiting may, however, have suffered as a result of the well-publicized internal wrangling in which the staff have participated during the past several years. Public confidence in the institution has declined for this reason.

In some areas, the faculty is overstaffed. To retain economic and academic viability, certain low-enrolment courses must be eliminated. There must also be an increase in the standard faculty work load and a redistribution of work load to correct certain inequities. Consideration must also be given, as was earlier noted, to the elimination or severe curtailment of summer session and inter session. The combined result of these measures would be to effect economies by reducing academic staff and permitting members of faculty to concentrate their efforts on those courses and programmes where there is the greatest need and demand within the community. The result might be an efficient, integrated and well-founded academic programme from which future developments might spring as community needs are identified.

Consideration must be given to the cycling of programmes and other devices in order to permit the replenishment of markets.

And, as will be indicated in subsequent parts of this report, heavy emphasis must be placed upon combining with other facilities, educational, cultural and governmental to develop programmes to meet public needs.

4. Academic Practices

For financial or other reasons, a number of anomalous academic practices have been allowed to develop within the institution. The manner of payment of salaries, the differentiation between full-time, sessional, terminal and probationary appointments, the engagement of academic staff and other practices have produced tension and, in some cases, hostility.

A representative of the Canadian Association of University Teachers and the Commission have noted allegations of exploitation of and discrimination against women, particularly with respect to their employment as sessional instructors. I make no finding in this regard, but merely note the matter as an area of concern to the trustees.

Serious tension developed between the Board of Governors and the Academic Council regarding matters relating to promotion, award of tenure and appointments. In many cases, academic colleagues were called upon, within the procedures established by Academic Council, to sit in judgment upon one another. Such a practice in a small institution fails to ensure that due process will be applied, or that fair and impartial judgments will be made. The procedure is not conducive to assuring public confidence in the administration of academic affairs within the college. Neither can it be said to ensure the maintenance of high academic standards.

5. Finances and Management

Since 1972 the college has suffered significant operating losses in each academic year. The loss projected to April 30, 1977 is \$219,000, which will leave the college in a net deficit position at the end of the 1976-77 fiscal year of \$140,000. The loss in 1976 (\$162,000) must be compared with the relatively small budget income available to the institution (\$1,450,000). In my view, the Ministry of Colleges and Universities would be delinquent in its responsibilities to the entire Ontario community if it allowed this pattern to continue, particularly in the absence of a viable plan for reversing the trend toward insolvency.

It may be that this trend can be reduced with careful programme and financial management and planning. The deficit position is the direct result of a failure on the part of college administration to undertake such planning. This lack of planning with its consequent near-disastrous result is perhaps the single greatest failure on the part of the management of the college.

I think it not unfair, in light of financial performance and other defects of general and academic planning and administration, to suggest that the college has never developed the skills and expertise required to manage successfully a degree-granting institution.

These must be acquired and applied. This adds a dimension to the duties of the trustees whose function must be to assist in educating the members of the college to these skills and techniques.

6. Physical Facilities

The quality of the physical facilities of the college, other than its library, must be considered marginal at best. Shingwauk Hall is an old structure which has been converted to academic use. Despite the comments contained in the Clarkson report, I must reflect serious concern about the wisdom of acquiring the building in light of the heavy cost of its maintenance and upkeep. This investment in bricks and mortar is hard to justify. In the future these costs are bound to increase and will affect the operating viability of the institution. The upkeep of the older structure must be taken into consideration in any projections.

The college makes extensive use of portable buildings. These must ultimately be replaced.

There are no adequate sports or recreational facilities.

None of these factors enhances the competitive position of the college in the market for Arts students. Enrolment and financial performance make any proposal for replacement or major renovation of existing buildings very difficult to justify.

Nevertheless, these factors must be considered in the development of long-range plans for the institution.

7. Relationship with the Community

There is clear evidence that many persons within Sault Ste. Marie have become "fed-up with the internal squabbles" within the college. Without making any judgment concerning the merits of these squabbles, it is clear that they have, over the past several years, tended to erode confidence in the college, its administration and its faculty. This erosion of confidence may explain why many guidance teachers within the secondary school system do not promote the interests of the college. This is unfortunate, to say the least.

There is also evidence of a lack of responsiveness on the part of some college officials to overtures from outside groups. Some parents and others have complained that insufficient interest has been shown when requests have been made for information concerning courses and accreditation.

The trustees will wish to inform themselves concerning these matters by establishing contact with secondary school guidance teachers, industrial personnel officials, trade union officials and others. They may also wish to solicit views from the public concerning the college through the medium of public meetings. This technique might provide the public with a sense of identification with the college and a feeling of real participation in its affairs.

But above all, a mechanism must immediately be developed for resolving internal disputes in a fair and expeditious manner without the need for recourse to outside agencies. It is imperative that all persons in the institution, including administration, faculty and students, must re-establish their credibility with the public if the college is to continue in existence. They must turn to a forward-thinking, positive, constructive approach to development of the college.

VII. STRUCTURE AND METHOD OF OPERATION
OF THE BOARD OF TRUSTEES

The Commission has recommended the appointment of a Board of three Trustees to assume all aspects of the management of Algoma College Association and Algoma University College. A heavy burden is imposed upon these persons.

The Board comprises an academic administrator as Chairman and President, a lay person and a tenured member of the faculty of the college.

The duties and powers of the board are those assigned the directors of a corporation under the provisions of the Corporations Act. R.S.O. 1970, chapter 89. They are required to manage the affairs of the corporations.

Provisions of the statute will govern the conduct of the Board of Trustees. It is expected that they will continue in office during the academic year 1976-77 and in any event, not later than June 30, 1977. They will then transfer their charge to the appropriate elements of a newly constructed organization established in accord with the recommendations of the Commission. In so doing the trustees, exercising the powers and authority of directors and members of the corporation under the provisions of the Corporations Act, will be expected to undertake the necessary enabling steps to permit implementation of the Commission's final report as approved by the Lieutenant Governor in Council.

All academic, financial and administrative authority is vested in the Board of Trustees. It is therefore in a position to undertake the administration of the institution and to plan and make decisions for its future.

The Board of Trustees will function as a unit, as is required of the Board of Directors of a corporation, with each of its

members bringing to its deliberations a background of experience and expertise. It is also expected that the board will consult freely with persons inside and outside the college and establish such ad hoc administrative and consultative committees as will best serve its purpose.

1. THE FUNCTIONS OF THE BOARD OF TRUSTEES

In broad terms, the function of the Board of Trustees will be as follows:

- 1) the management of the academic, business and financial affairs of Algoma University College;
- 2) the management of affairs of Algoma College Association;
- 3) the investigation of the role to be played by Algoma University College in the community, and
- 4) the review of options for the future of Algoma University College for the guidance of the Commission.

I request that the trustees, from time to time, submit reports to me relative to the progress of their work. I undertake to offer such assistance as I am capable of giving to the trustees during their term of office and to consult with them whenever it is convenient for them.

It is expected that the trustees will determine for themselves their mode of operation. The Chairman of the Board, as President of the corporation, will assume the role of chief executive officer of Algoma College Association. Also, by virtue of the powers of the Principal having been vested in him, he assumes the further duty of acting as chief executive officer of Algoma University College. .

The chairman, because of his previous experience, will be sensitive to the obligation of the college to serve and respond to the needs of the community. Further he will be knowledgeable about academic administration and will institute procedures, in keeping with sound and appropriate academic tradition, which assure efficient, economic and viable academic programmes.

The lay person will be expected to reflect the needs and concerns of the community and will bring to the deliberations of the board his experience and expertise in business operations.

The tenured faculty member will be expected to reflect, in a sensitive and responsible manner, the appropriate needs and concerns of the faculty.

The Commission has recommended, for the protection of the tenured member of the faculty upon the Board of Trustees, that an agreement be made with the Algoma University College Faculty Association to provide for such member not being excluded from the bargaining unit described in the certificate of the Ontario Labour Relations Board dated the 24th day of March, 1975. The Commission believes that this proposal is in keeping with the principles of collegiality which were referred to frequently in the course of the public hearings. In making this recommendation, the college is assured that, particularly during the vital transitional period contemplated by the preliminary report, the Board of Trustees will not be denied the expertise and sensitivity of a senior member of faculty.

This person is reminded however of the provisions of Section 72 of the Corporations Act which require disclosure to be made by every director who is in any way directly or indirectly interested in a proposed contract. The section prescribes the procedure to be followed by such person. He must observe such procedure strictly. It is expected, in any event, that he will exercise his duties of office in a fair, impartial and disinterested manner and in accord with the best traditions of academic management having in mind only the best interests of the institution.

It is expected that, in the course of the work of the Board of Trustees, each member will give emphasis to a particular phase of the business of the college. For example, the faculty representative will be concerned to assure the implementation of appropriate procedures for the correction

of anomalous academic practices, the development of academic programmes which are responsive to community needs, the involvement of members of faculty in the development of the college and the procedures employed for the protection of the proper interests of faculty members.

The lay member of the board will undoubtedly give emphasis to financial planning and budgeting as well as the organization of the development programme of the college and the maintenance of efficient and effective business operations.

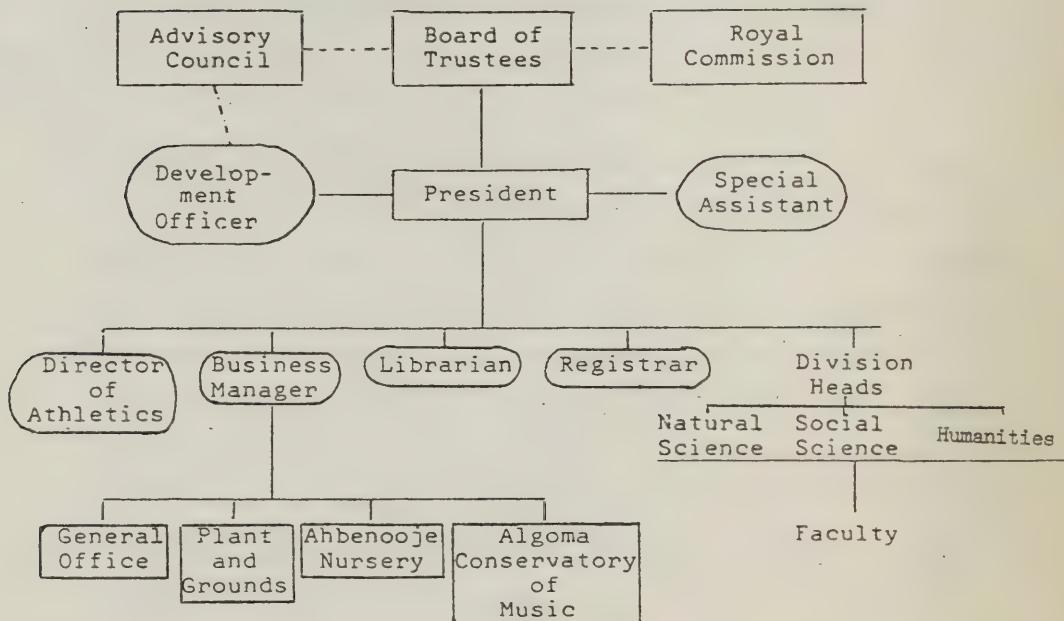
The President, in addition to being responsible for the daily operation of the college, will coordinate and direct its affairs and institute procedures for long-term financial and academic planning.

These duties are onerous. They will impose a heavy burden upon the incumbents. Every person with whom they associate, within and without the college, must provide them with full support, assistance and cooperation.

2. THE STRUCTURE OF THE BOARD OF TRUSTEES

The Board of Trustees will establish their own procedures and organize themselves in a manner most suitable to their needs. The following comments are therefore to be treated as suggestions only.

In the course of the public hearings, the Principal indicated that two of the prime sources of his problems during his term of office were excessive span of control and insulation. In order to prevent a recurrence of this situation and to allow the Chairman to function in a satisfactory manner, the following organizational chart is proposed:



The foregoing proposes that faculty be organized under three division heads. This appears to be a logical proposal for permitting the President to communicate with the various

departments in an efficient and effective manner in matters of common concern. It does not prevent him, however, from having personal contact with individuals in order to assure, in the best academic tradition, his offering assistance and guidance in furthering their personal and professional development.

It is also suggested that consideration be given to the appointment of a Development Officer, to whom reference will be made later in this report, as Secretary of the Advisory Council. In this capacity such person may maintain direct communication between the Council and the President.

The duties of the Special Assistant and the appointment of such person would clearly be a matter for the determination of the President and the trustees. It may be that they will consider such appointment to be unnecessary. This decision is theirs to make.

3. THE DUTIES OF THE TRUSTEES: MANAGEMENT

The management of the affairs of Algoma College Association and Algoma University College by the Board of Trustees will include all aspects of the affairs of the college and the corporation. The following is an attempt to identify the major areas of concern to the Board of Trustees and to reflect certain of the perceptions of the Commission in the course of its inquiry.

a) Negotiation of a collective agreement with the Algoma University College Faculty Association

The Faculty Association was certified as bargaining agent for all full-time members of the faculty of Algoma University College by certificate issued by the Labour Relations Board on the 24th day of March, 1975. Notice to commence bargaining, under the provisions of the Ontario Labour Relations Act, has been served upon the corporation by the association. As indicated in Appendix A, there is some confusion concerning the status of an agreement presently in existence between the parties.

The Commission, in its preliminary report, recommended that all academic practices previously adopted by the Board of Directors of the corporation be confirmed. This recommendation was based upon a desire to assure that during the transitional period, the terms and conditions of employment of academic and support staff of Algoma University College would remain constant. It is clear however, that major changes are required in such practices in order to assure the appropriate academic and fiscal management of the college's affairs.

These changes, when made, will be the result of collective bargaining. I have serious doubt as to whether it is within the competence of a governing board, at least in those Ontario universities whose statutes assign power over academic matters to their senates, to negotiate changes in academic practices. This is a gray area in university collective bargaining which requires clarification.

No problem will arise at Algoma during the transitional period if changes are required to be made in such practices since the powers of the Academic Council are vested in the Board of Trustees.

When changes are made in such practices, it is to be hoped that they will be made in a spirit of mutual cooperation between the college's administrators and the bargaining agent for the faculty. The primary motivation must be to assure maintenance of the best academic traditions and the future welfare of the college and not for any self-serving purposes on the part of individual faculty members.

In the meantime it is necessary that an agreement be made with the Faculty Association at the earliest date to settle the monetary aspects of their employment for the year commencing July 1, 1976. It is the earnest concern of the Commission that the negotiations undertaken by the trustees and the association be confined to monetary items. Early completion of such negotiations will remove a degree of tension from the atmosphere of the college.

b) Administration of academic policy

The Commission, in its preliminary report, recommended that the Academic Council be disbanded and that its powers

and authority be vested in the Board of Trustees. In the course of my inquiry, I found that the Academic Council was unable, for various reasons, to discharge the duties normally assigned to the senate of a multi-facultied university.

Specifically, I found that frequently members of the Academic Council were unable to make impartial and objective judgments upon the merits of colleagues' causes. This is not surprising, given the small size of the faculty.

A mechanism must be found and implemented on an ad hoc basis during the transitional period for correcting this substantial defect.

Further, I would hope that during the period, consideration would be given by the trustees, in consultation with members of academic staff and others, to a different set of criteria for the employment and promotion of faculty in order to assure the engagement and retention of persons best suited to the college and the community.

In undertaking the duties of the Council, the Commission is confident that the trustees will be motivated by a sense of fairness and concern for members of faculty, the college and the community as a whole.

With disbandment of the Academic Council and its various committees, it will be necessary for the Board of Trustees to establish an ad hoc structure to supplant the committees of Council and presumably this will be a matter to which the Board of Trustees will direct their attention soon after their appointment.

c) Academic planning and course costing

This is an area to which the greatest emphasis must be given by the Board of Trustees. As the Clarkson, Gordon & Co. report indicates, there has been little adequate academic planning undertaken by the college during its years of existence. Programmes have been established which have not been responsive to community needs and as a consequence, they have proved not to be viable. The Board of Trustees must, at the earliest date, undertake an examination of the college and identify those which must be eliminated in the interests of academic and financial integrity. In so doing, it will identify the appropriate academic staffing requirements of the college and be in a position to identify redundancies and apply the appropriate procedures in accord with academic policies. In this regard, it is to be hoped that new programmes will be instituted commencing September, 1977, which will reflect efficiency and economies of programme planning.

I would refer the trustees to the specific comments made by Clarkson, Gordon & Co. in their report as follows:

- a) Insufficient emphasis has been placed upon the economic criteria associated with the development of academic programmes and financial factors must be more carefully considered in the future;
- b) A careful rationalization of all courses must be considered with a view to reducing projected budget deficits, and;
- c) Specific courses with a history of low enrolments must be eliminated.

d) Academic standards

During my inquiry, some concern was expressed by members of the college for the maintenance of appropriate academic standards in certain courses and in the matter of evaluation of teaching performances by faculty. I recommend that the Board of Trustees consider instituting studies at an early date to consider means of developing appropriate academic standards and for the evaluation of the teaching capacity of members of faculty.

e) The engagement of staff

The Board of Trustees must undertake the usual duties attendant upon the hiring of academic and support staff either directly or by delegation to appropriate officials of the college. In this connection, it is suggested that support staff policies be the subject of review to insure that they are fair and do not provide grounds for justifiable grievance. The members of support staff, who indicated concern during the course of the hearings, should be consulted and their specific complaints dealt with in light of the employment policy.

Insofar as the engagement of academic staff is concerned, it is assumed that the Board of Trustees will exercise great caution, not only in terms of the number of staff appointed, but also with regard to the nature of the staff.

In the course of the hearings, I gained the impression that if the college were to continue as a viable institution, academic staff members should be engaged and promoted according to criteria which gave great emphasis to their flexibility in terms of academic

development and to their willingness to serve the community. In the former case, so small an institution as Algoma cannot afford the luxury of having specialists in narrow fields. The student market and the finances of the institution will not support narrowly-based academic persons. Accordingly, it is suggested that consideration be given to the engagement only of those having a wide range of teaching and learning experience in several cognate disciplines. Those presently on staff should be encouraged to broaden their range of knowledge and experience so as to assure flexibility in the development of necessary academic programmes.

They should also be encouraged to develop management and administrative skills so that during periods when they are underemployed as teachers, they may share in the administration of the college and its programmes in the outside community. This observation reflects the possibility of cycling courses at greater intervals in order to ensure appropriate class sizes.

f) Support staff

As noted, submissions made to the Commission during the public hearings reflected a sense of concern and apprehension on the part of the support staff. The interests of this important element of the college must be given the earnest consideration of the trustees as soon as possible after they have assumed office.

g) The budget process

Although ongoing commitments of the college have determined the budgetary expenditures for the academic year 1976-77, thus rendering the trustees virtually powerless to effect major changes, the Commission

strongly urges that budget review procedures be instituted at the earliest date to monitor the financial operations of the several departments of the college. This process may effect savings in many areas and assure that all personnel are mindful of their obligation to conserve the resources of the college at this time of financial exigency.

h) Discharge of mortgage on Shingwauk Hall

The purchase money mortgage securing payment of the sum of \$100,000 became due and payable on May 9th last. The trustees must make plans for the payment of these monies or for an extension of the mortgage, if the mortgagee is agreeable, upon terms which will not seriously impair the financial resources of the college.

i) The Fourth Line property

This property was purchased by the college in 1967 from funds donated to it by the City of Sault Ste. Marie. It was intended to establish a campus of the college at the site. Since it appears that the college no longer has a use for the property, it is recommended that the trustees consider an appropriate method of realizing upon the investment and employing the proceeds to assist in restoring the financial stability of the college.

j) Use of "Free Funds"

The preliminary report indicated that the college had available to it a substantial sum of money which it might employ without restriction. The trustees are urged to make a plan for the appropriate use of these funds. I venture to suggest that an area of high priority lies in recruitment. A portion of such funds

may usefully be employed for active promotional work by a Development Office and for scholarships and bursaries.

k) General financial administration .

I found, in my preliminary report, that the procedures employed in the general financial administration of the college were satisfactory. It is assumed that the trustees will turn to the business manager, Mr. Tim Holmes, and direct him to institute all appropriate procedures for the conservation of the financial and other assets of the college and corporation. In so doing, Mr. Holmes must be relied upon as a resource person to provide major assistance in the matter of budgeting. He must assume that no change in formula financing will be made with regard to the college and its programmes and that no additional capital funds will be made available to it. In this regard, reference is again made to the obligation to discharge the mortgage upon Shingwauk Hall.

l) Implementation of the pension plan

The adoption of a new pension plan was, as the preliminary report indicates, the source of great tension within the college. The plan has now been prepared and copies have been placed in the hands of members of faculty. The Commission urges that appropriate steps be taken through the college's consultants, Messrs. Peat, Marwick & Co., to conclude all formalities with regard to the plan at the earliest date.

m) Relations with the Ministry of Colleges and Universities

The preliminary report of the Commission was particularly critical of the college having disregarded injunctions and directives of the Ministry of Colleges and Universities.

A strong effort must be made by the trustees to re-establish the credibility of the college with the Ministry.

n) Relationships with Laurentian University

The Commission, in its final report, will make certain recommendations relative to the affiliation of Algoma University College to Laurentian University. During the transitional period, the Board of Trustees is urged to maintain close contact with President Monahan of Laurentian University, particularly with a view to developing programmes and courses which are mutually supportive. In recommending contact with Dr. Monahan, the Commission reflects its confidence in his wisdom and judgment and commends to the trustees his sound advice and knowledge of the educational needs of Northern Ontario.

o) The Advisory Council

In my preliminary report, I recommended the establishment of an Advisory Council to the Board of Trustees having a membership not in excess of eight in number. These persons are to be appointed by the Board of Trustees and to undertake such duties, particularly in the area of proposing policies relating to development, fund raising, alumni affairs, recruiting and outreach into the community, as the Board may determine. It is recommended that the Board give consideration to the appointment of members of the Advisory Council as soon as possible.

It is to be hoped that the composition of such Council will be broadly representative of the Sault Ste. Marie and Algoma communities.

It is also recommended that the Board of Trustees seek the advice of the corporation's solicitor at the earliest date in order that he may provide a structure and procedures for the Advisory Council and devise an appropriate method for it to report to the Board of Trustees. It is further recommended, in view of the emphasis given to development in the outline of the Advisory Council's duties in the preliminary report, that its secretary be the Development Officer of the college.

p) The establishment of an Office of Development

It is suggested that serious consideration be given to the establishment of a Development Office and that a Development Officer be appointed to head such operation.

In making this proposal, I am mindful of the substantial cost implications. However, in my analysis of the position of the college, I think that a high priority must be assigned to development and recruiting.

The Development Officer, who must work closely with the Registrar and Public Relations Officer of the college, would assume overall responsibility for recruiting, secondary school liaison, extension and adult education, fund raising, alumni, scholarships; bursaries and job placement for students, student housing service, publications and, of course, public relations. All of these functions might be grouped within the Office of Development.

Several could be undertaken by a single person. Others, of an appropriate nature, might be assigned to a faculty member whose course load, for the time being, is light.

The Development Officer would be responsible for organizing and administering an integrated programme of development. The cost of such a programme might initially be paid out of the "free funds" available to the college in view of its importance.

Each function deserves comment:

i) Recruiting

I have made several comments in this report on recruiting. Increasing student intake is critical to the future of the college. No opportunity should be overlooked. Everyone associated with the college must make its programmes known through direct personal contact with prospective students and their parents, speaking engagements before service clubs, social organizations, church groups, trade union, employers and trade associations and other organizations.

The Office of the Registrar must be particularly responsive to inquiries and assist the Development Officer in every way, to "merchandise" the college.

ii) Secondary school liaison

This phase of the work of the Development Office must be organized systematically and close contact must be maintained with secondary school guidance and other teachers. A programme providing for visits to the college by secondary school students must be organized.

iii) Industry, labour and community liaison:

Extension programmes and Adult Education

These areas may be considered together. The college must develop a greater sensitivity and responsiveness to community needs. Industry and trade unions today are giving increasing emphasis not only to career development but also the personal enrichment of their employees and members and their families. The college must be responsive to this impulse and foster its development.

iv) Fund raising

During the public hearings, mention was made on several occasions of the need for mounting a fund raising programme. Certainly, if the college can re-establish its viability, a fund raising campaign will ultimately be undertaken. Thus the preliminary organization of such a campaign should be considered within the Development Office. I suggest however, that no active steps be taken to mount a campaign in the immediate future. The success of such a campaign must necessarily depend upon the college restoring its credibility within the community. This will not be accomplished overnight.

v) Alumni

No major effort has been given to organizing the alumni of the college into a strong, vital force for the support of the institution. It is urged that this be undertaken as soon as possible. Since secretarial assistance and the maintenance of records is critical to such organization, it is suggested that this function be assumed by the Development Office. In so doing, valuable information will be recorded and duplication of work and records will be avoided.

vi) Scholarships, bursaries and job placement for students

These constitute a major recruiting tool and as such they demand special emphasis. In particular, it is suggested that the Development Office coordinate activities within the college relating to job placements and assume the responsibility for liaison with Canada Manpower.

vii) Student housing service

It is my belief that the Algoma District holds a keen attraction to some students in southern Ontario and offers an attractive alternative to those who wish to avoid the congestion of large urban centres and the impersonal relations of the campuses of southern universities.

It is unrealistic to consider the construction of student residences. However, if a housing service can be established to list available accommodation for students in private homes and apartment blocks, it would aid in recruiting students from outside Sault Ste. Marie.

This function, I believe, should be located within the Development Office.

viii) Publications

All publications, I suggest, including the college calendar, should be the responsibility of the Development Officer. This would assure appropriate emphasis being given in the preparation and distribution of publications to the development programme of the college.

ix) Public relations

Little need be said concerning this function whose scope is well known, other than to repeat what has been emphasized elsewhere in this report, namely that every person connected with the college must consider himself to be an ex officio public relations officer and recruiter for the institution.

As this section indicates, the work of the public relations officer must be directed and supervised by the Development Officer in order that efforts may be maximized.

To reinforce the comments I have made concerning public relations, recruiting and development, I would observe that there is nothing wrong with "merchandizing". It is not incompatible with the dignity of an academic institution. Indeed, it is consistent with the objectives of the institution to make its services and resources known to the public. A vigorous public relations programme must be undertaken within Sault Ste. Marie and the Algoma District, and also Sault Ste. Marie, Michigan, to make known the resources and offerings of the college.

Every person with whom a staff member of the college comes into contact should be viewed as a potential recruit to the regular or extension programmes of the college. These informal activities will complement those of the Development Office to assure a systematic, comprehensive and efficient programme.

It is urged that planning be undertaken in this vital area as soon as possible.

The foregoing comments are intended to provide a broad overview of the areas to be considered in the development of the college. They contain nothing new or original. They have been mentioned, however, because in our inquiry I have discerned a certain lack of awareness of their importance and a lack of responsiveness on the part of some members of the college staff.

It is suggested that this section will be of particular interest and concern to the Advisory Council.

Finally, mention will be made elsewhere in this report concerning the network of relationships with other institutions which I believe is possible for the college to establish. I believe that the Development Officer can provide valuable service by assisting the President and other officials in the development of these relationships.

q) The athletic and recreational programme of the college and student activities

It is suggested consideration be given to placing these functions within the purview, if not under direct supervision and control of the Development Officer.

Amongst the foremost attractions of the Algoma District is its appeal to the sportsman and outdoorsman. Every effort should be made to develop the athletic and recreational programmes of the college as a device for recruiting and in this connection, an attempt should be made to find an appropriate arrangement for access to the elaborate facilities of Lake Superior State College.

Insofar as student activities are concerned, I note the complaint from students that these are inadequate. Such activities are an integral part of university life and as such must be accorded a high priority in planning. Since inadequacies may reflect unfavourably upon recruiting, it may be that they should come under the direct scrutiny of the Development Officer.

r) The Registrar's Office

The traditional role of the registrar, and his relationship to college faculty and administration, need not be commented upon other than to note the key role played by this official in recruiting.

It is particularly important that this role be emphasized and that every effort be made by the registrar and his staff to respond to inquiries and to assist in the active development of recruiting. They must take a particularly active role in the extension and adult education activities of the college and work closely with the Development Officer in establishing close relations with industry, business, trade unions, professional and vocational groups and others. In so doing, community needs will be discerned and efforts can be directed toward their fulfilment.

s) Instructing the auditors of the college

The Commission noted with concern that the auditors had, during the first several years of their tenure of office, failed to issue management letters to the corporation. I also gained the impression there was inadequate liaison between the auditors and the officers of the corporation. It is urged that a much closer relationship be developed with the auditors in the future in order to assure appropriate participation by them in financial planning and control within the college.

t) The corporation's legal counsel

The operation of an educational, and indeed any institution today is a complex undertaking requiring a detailed knowledge of laws and their application. I note with concern that the college has not employed the services

of legal counsel on a regular and continuing basis. I believe this to be a serious omission. Many problems might well have been avoided had legal counsel, familiar with all operations of the college, been consulted in a timely fashion.

I urge that this deficiency be corrected.

I conclude the foregoing section with an apology. Much of what I have stated is obvious. In some cases, I have commented, however, because factors have been overlooked by the administration of the college. In others, I have merely attempted to underscore important areas of concern to the trustees. Obviously, some have been overlooked. I hope, however, that the general comments will be helpful to the trustees as they begin their work and will make others more knowledgeable about the affairs of the college.

VIII. THE IDENTITY CRISIS OF THE COLLEGE

Algoma University College, I believe, suffered for many years from an identity crisis. It came into existence at the same time as Sault College of Applied Arts and Technology. Though each was intended to serve a particular function, there has been much overlap in programmes and relatively little coordination or cooperation. Each has been in competition with the other. It is clear that this has been damaging to Algoma.

In many ways, the C.A.A.T. college, part of a system designed to meet changing student demands, has been more responsive to the needs of the community. As a consequence, it has enjoyed wider support.

As well, Algoma has laboured under the shadow of Lake Superior State College, whose extensive facilities pose a continuing competitive threat to it.

If Algoma University College is to succeed, it must identify its proper role and the means by which it may best serve the cultural, social and recreational needs of the community.

Thus, the central question before the Board of Trustees and all elements of the college is whether there is, in fact, an appropriate role to be played by the college within Sault Ste. Marie and the Algoma District.

It is to be hoped that this question need not be answered on a purely economic basis. Nevertheless, certain facts cannot be overlooked. In today's economic environment, with ever-increasing demands for wider social, welfare and health services, an educational institution that has no clearly defined and appropriate role cannot be permitted to survive.

Certainly, the answer does not lie in the continued competition with Sault College and Lake Superior State College.

It may be that the college must no longer regard itself as a free-standing institution but rather as a part of a regional system in which the components contribute to a comprehensive scheme for educational and cultural development.

This will demand a global overview of all of the cultural, recreational and educational facilities within the Sault Ste. Marie area. An examination of these facilities, their strengths and weaknesses, may reveal a basis for rationalization and integration which will permit an appropriate role to be played by the college.

IX. A COMPLEX OF RELATIONSHIPS

There is justifiable concern as to whether Algoma University College can continue to exist, even under the most efficient management, as a narrowly-based liberal Arts college. However, if it can identify an appropriate role for itself in the complex of facilities and institutions in the Sault Ste. Marie area, it is conceivable that it may make a contribution greater than that originally envisaged for it.

It is suggested that the college must be perceived as more than an educational facility. Its objectives must be expanded to include its playing a vigorous role in the cultural, social and recreational life of the community.

The Algoma District must be viewed as a self-contained entity which must, because of its relative isolation, look inwards and draw upon its own resources. These resources must be organized in the most efficient manner possible in order to provide for the educational, cultural and recreational needs of the district.

The college can play a vital role in this undertaking. Thus, the greatest challenge to Algoma's administration lies in establishing appropriate relationships with existing institutions. This will require imagination, hard work and patience.

The other institutions include Sault College, Lake Superior State College, Great Lakes Forest Research Centre which includes the Laboratory of Insect Pathology and the various school boards within the Sault Ste. Marie and Algoma districts. They also include major industries and trade unions such as Algoma Steel Corporation and the United Steelworkers of America which themselves undertake educational programmes.

In the undertaking of educational programmes in concert with other institutions, no regard should be had for whether they fall within the ambit of the secondary school system, the C.A.A.T. college or the university. The sole determinant should be response to the community's needs.

These efforts need not be directed alone to the matter of educational offerings and programmes. They should be enlarged to include cultural and recreational activities as well.

And further, they might lead eventually to a sharing of administrative, testing and evaluation services, the sharing of plant maintenance and repair facilities and most certainly, consideration should be given to the sharing of administrative services and personnel and athletic and recreational equipment.

These programmes would not merely achieve economies and maximize available facilities, but they would create an entirely new dimension to opportunities in the area through mutual cooperative planning.

The relationship with Lake Superior State College must be examined with the greatest care and every effort made to develop joint programmes with it. Nationalistic pride should not be permitted to deter such cooperation. It seems nonsensical that the international border should present a barrier which prevents cooperation between institutions which are located fifteen minutes apart from one another across the Sault Ste. Marie International Bridge.

It might well be that the careful development of relationships between Lake Superior State College and Algoma University College might ultimately realize the early hope of educators in the Sault Ste. Marie area for an international degree.

Lest these proposals be misunderstood, they ought not to be taken to imply a severing of ties with Algoma's parent institution, Laurentian University.

Rather, they should be seen as indicating further opportunities for development by enlarging the contacts and relationships which are available to the college and other educational facilities in the Algoma District. They do not imply, as the section on options which follows indicates, denial of the possibility for establishing relations with other universities and educational facilities elsewhere in Ontario.

Neither do they negate the possibility of a link with institutions such as the Royal Ontario Museum or organizations having a particular concern for the education and welfare of native peoples.

In undertaking such a process of rationalization and comprehensive regional planning, the Algoma area might anticipate a process of retrenchment which may be undertaken within the Ontario system in the years ahead and be better able to withstand the shock of substantially decreased enrolments.

Ancillary Undertakings

Mention must be made of three ancillary undertakings of the college, these being the Ahbenooje Nursery, the Algoma Conservatory of Music and the Keewatinung Institute.

1. The Ahbenooje Nursery This facility is illustrative of the kind of contribution which the college can make to the community. The nursery, serving the needs of parents in the East end of the City of Sault Ste. Marie, provides a service to a significant element of the community and at the same time publicizes the institution. The nursery is a valuable recruiting tool as well as a useful social service.

It is urged that the nursery continue to be administered through the office of the Business Manager and that ways and means be found to fund the undertaking, if necessary, from the free funds available to the college. It is further urged that the Board of Trustees consider the establishment of a small advisory committee to assist in the on-going plans and administration of the nursery.

2. The Algoma Conservatory of Music This facility has proved to be one of the most important elements of the college in terms of its contribution to the community. It is a good example of an ancillary enterprise whose undertakings coincide with the academic work of the college. It is urged that the trustees give consideration to ways and means whereby the work of the conservatory may be fully integrated with the college in order that the present unwieldy administration of the conservatory may be abandoned and that the conservatory corporation my be wound up and dissolved.

If the costs of operating the conservatory cannot be wholly justified as an appropriate academic expense, it is suggested that it be funded from free funds.

3. The Keewatinung Institute This organization is no longer active. At one time, there was a limited cooperative programme undertaken between it and the college. It is mentioned at this time to remind the college of its opportunity and perhaps obligation, to advance the interests and education of native peoples and to promote cross-cultural exchanges.

X. OPTIONS FOR THE FUTURE

If a realistic plan is developed during the transitional period and steps are taken by the college to adopt a meaningful role within the strictures imposed by its environment, the Commission will make recommendations within its terms of reference for the restructuring of the college as an autonomous or semi-autonomous institution under local administrative and financial control. This would be proposed in the report to be issued in May, 1977.

Several proposals are available for consideration. They are enumerated in this part so that the Board of Trustees, members of the college staff and the community may be made aware of them. They are briefly sketched as follows:

a) Closure

If it is found that, in light of falling enrolments, continued financial losses and lack of a clearly defined role within the community which is not presently filled by another institution and other factors, the college can no longer be justified, the Commission may recommend that it be closed down, its assets liquidated and distributed in accord with the provisions of its Supplementary Letters Patent.

b) Continuation in affiliation to Laurentian University

If this course is adopted, it will involve, undoubtedly, the recommendation of certain changes in the nature of affiliation and in the affiliation agreement itself. These would likely relate to greater freedom being allowed Algoma in the matter of course offerings and wider representation on important university bodies to assure better communication for improved regional planning. On the other hand, the adoption of certain Laurentian procedures relative to appointments, promotions, tenure and the like must be foreseen in order to assure objectivity and freedom from bias.

- c) Dissolution of Algoma College Association and establishment of the college as a satellite campus of Laurentian or another university.

Despite the geographic separation, the possibility of direct operation of the Algoma campus by Laurentian or another university as a satellite must be considered in order to achieve certain economies and to assure close coordination and control of programmes.

- d) Transfer of physical facilities to Sault College

If studies should indicate that, over the long term, the cost of maintaining, operating and renovating the Shingwauk site is uneconomic, and integration and coordination of programmes require a concentration of all facilities at the Sault College site, this proposal must be considered. Such a transfer would envisage a certain degree of administrative integration, with the college probably, but not necessarily, continuing as an autonomous corporate body.

- e) Affiliation to Lake Superior State College

If, for reasons of economy, or in order to maximize educational opportunities and to compete more effectively with universities in Southern Ontario by providing wider course offerings, an affiliation to Lake Superior State College is indicated, this proposal will be considered.

- f) The establishment of an international university

This concept, expressed many years ago and revived late in the Commission's public hearings, might well be considered. It would involve a common undertaking by Algoma and Lake Superior in partnership.

- g) Affiliation to an Ontario university other than Laurentian

If, in terms of a new role being defined for Algoma, it was found that affiliation to Laurentian was unsuitable

or inappropriate, consideration would be given to an affiliation, in traditional terms, with another university in Northern or Southern Ontario.

h) The establishment of Algoma University College as a free-standing university

Although this possibility would appear remote and unrealistic in light of Algoma's recent history and the realities of its environment, the proposal has been made by a number of thoughtful and informed persons and, therefore, cannot be dismissed as a possibility.

i) Reduction of Algoma University College offerings to first or second year

This proposal has been put forward as a device to reduce costs, and restore the college to a viable condition. Its ramifications and implications are very wide. It is expected that the trustees will give it their consideration.

It is open to me to adopt a combination of several of the foregoing proposals. For example, continued affiliation with Laurentian should not preclude the development of a combination of programmes offered through cooperative use of personnel and facilities of Algoma, Sault College, Lake Superior State College and, indeed, other universities; these programmes would lead to degrees, diplomas and certificates, depending upon the nature of the programme, granted by that university or college which is designated by the participants as being the primary agency.

Such flexibility, though difficult to achieve in administrative terms and requiring careful and patient negotiation, would greatly enhance educational opportunities in the area.

The foregoing options are exposed at this time to indicate to the trustees and other interested persons, the direction which the Commission's final report may take.

I would be grateful if, during their term of office, the trustees would consider these options and make comments upon them to me. I will give great weight to their considered views.

XI. THE FACULTY: A CHALLENGE

There is no question, from the evidence adduced at the hearings, that tension and unrest have existed for some time within the faculty of the college. It is unnecessary, for the purposes of this report, to undertake an analysis of this situation. The object of this report is to look ahead to the future in the hope that the college may survive its present distress.

If it is to survive, the complete and absolute dedication of all members of the faculty must be devoted to its welfare. In this regard, the Commission commends the very positive approach taken by Dr. Lloyd Bannerman, President of the Faculty Association, who made a pledge which must be adopted by all members of faculty.

He said the following:

"....the Faculty Association...are willing to make very genuine and substantial sacrifices under a suitable climate for the welfare of the college."

And again,

"We have discussed among ourselves and are prepared to cooperate in consideration of innovative and radical measures, including measures which may well necessitate monetary sacrifices on our part and we realize that time is of the essence. But we must state in absolute frankness that we can achieve nothing under the existing regime."

I would like again to make some general observations concerning the faculty. I believe that the academic staff in a small college such as Algoma must have different characteristics and different motivations from those within a larger university. Opportunities for research in many disciplines are severely limited at the college. On the other hand, as is often the case in small institutions, the burdens and demands imposed on individual faculty members and the breadth of their knowledge and skills must be greater than one finds in larger institutions.

The criteria for advancement in multi-facultied universities involves a more or less equal balance between teaching skills, quality of research and publications, contributions to the internal administration of the university and community service. The emphasis given to these several criteria differ somewhat from university to university and amongst the several disciplines.

Within a small college, if it is to operate efficiently and effectively and be responsive to the community it serves, I believe the members of faculty must be the proverbial " jacks of all trades ". They should have a flexibility and scope of learning which is sufficiently broad to permit them to move with facility within several cognate disciplines. They must have a greater empathy with their students and be concerned to assure the inculcation of a spirit of true scholarship amongst them. In lieu of research, they must be prepared to devote their time and skills to the work of the community.

In all the disciplines represented within the college, each faculty member has a particular expertise which is of value to the community. The community must be made aware of these skills and each faculty member must actively seek and accept opportunities to serve the community.

In so doing he will, I believe, justify the existence of the college.

For example, all the members of the geography department are active in community planning and associated work. Persons in the social science division are active in community organizations. The Faculty Association itself, in conjunction with the college's Development Office, should undertake a cataloguing of the skills and expertise of faculty members on the one hand and the needs of the community on the other, and actively seek opportunities for lending assistance and help. In so doing they will make a clear demonstration of the importance of the college to the cultural, social, recreational and educational needs of the community.

In the area of recruiting, which is presently and will continue to be an area of vital importance to the college, the faculty can perform a critical service. Each must be thoroughly familiar with and aware of all programmes within the college. Each must assure that academic standards are maintained and that these are fully acceptable to the major universities in the north and south of Ontario so the students may be assured that they may transfer from Algoma to the other universities without suffering any loss of academic credits.

Each faculty member and indeed, members of his or her family must consider themselves to be unofficial recruiting agents for the college. They must actively solicit students to the regular and extension programmes of the institution. To do so, they must take every opportunity to accept speaking engagements at service clubs, ethnic organizations, trade unions, church groups and other organizations in order to make the facilities of the college known to the community.

The Development Office can organize such a programme on a regular and systematic basis.

But this programme ought not to be considered as a temporary expedient. It should be accepted by faculty members as their regular, continuing obligation throughout their term of service to Algoma University College and their performance in this area must be an important criterion in determining advancement within the college.

This chapter is entitled "A Challenge" to the faculty. It is a challenge since without such active participation, I am strongly persuaded that, in its present environment, the continuance of the college as presently structured, cannot be justified. It is an opportunity as well as a challenge, however, since it is in the best traditions of academic life that teachers enter into the community in the way I have described.

XII. THE COMMUNITY: AN OPPORTUNITY

I have the impression that many within the Sault Ste. Marie area have never fully appreciated the full value of the college. Perhaps this is because, since its early years, it has been the centre of controversy and strife.

The community is entitled to make a judgment upon the performance of the college and its members. It is entitled to hold them accountable and to demand that they be responsive to the needs of the community. They are entitled to regard the property and facilities of the college as community property and to demand that they be employed efficiently and effectively for their benefit.

The college can respond only if it is made aware of community needs. Student demand must express itself.

And the public is entitled to expect that all facilities and services which are established and maintained by all levels of government will cooperate and act in concert to serve the needs of the community. The public is entitled to criticize any failure to cooperate which arises out of narrow and unworthy reasons relating to institutional jealousies and professional bias.

For the public, it is results which count. I venture to say that, with the wide range of facilities available within Sault Ste. Marie--educational, cultural, recreational, scientific, there are few amenities which would be lacking if full cooperation were achieved.

I do not believe that Algoma University College has made the contribution to the community that it is capable of making.

I think that the community now has an opportunity to insist upon the full employment of the college and its close cooperation with other facilities in the area.

It is the duty of the trustees to ensure an effective and appropriate response by the college and its staff. Persons within the community--individuals, personnel and education directors of industry and trade unions, heads of cultural and recreational organizations, persons involved in the delivery of health and welfare services--indeed all, must adopt a proprietary interest in the college and make it their own. They should offer constructive criticism upon its work and propose appropriate programmes for consideration.

If the community responds in this fashion, the college can and will become more responsive and efficient.

In the final analysis, it is the community which must ultimately determine whether the college may justifiably continue in existence.

The opportunity for registering this decision is now at hand.

XIII. THE GOVERNMENT: A RESPONSIBILITY

I venture to suggest that the government has an obligation to say "no" on occasion, even in the face of the most compelling pressure from its constituents.

These occasions arise when there is no apparent justification for the project sought by the constituents.

Such occasions, I believe, were presented by Algoma University College.

During the public hearings, it was said on more than one occasion that the government had acted inconsistently. These observations were justified, even though those who made them were not entitled to offer the criticism since they had themselves created the pressure which forced the concessions.

The government bent to community pressure on the transfer of the location from Sault College, on the funding of the library construction, on the purchase of Shingwauk Hall and on the rapid transition from a one to a three-year programme.

All of these decisions, albeit initiated by the college, and in several cases acted upon before the government could make comment, contributed to the general state of disarray which I found after undertaking my inquiry.

My reason for offering this criticism is positive. Though I acknowledge the wisdom of the government's policy of maintaining a distance from universities and of avoiding interference in their internal operations, I suggest that there are many things of a positive, constructive nature that can and should be done.

The Algoma District, as I have indicated, is served by a complex of government institutions--health, welfare, education, environment. I suggest that if broad planning concepts can be introduced, proposing the rationalization of facilities and programmes through close cooperation and mutual sharing of facilities, personnel and services by all agencies, their contribution would be maximized and their operations rendered more productive.

At the commencement of the hearings I made reference to the following statements contained in the Ontario Council on University Affairs Advisory Memorandum 75-VII, entitled, "The Allocation of the Government's Operating Support for the University System in 1976-77".

"The current economic climate indicates that it is the better part of prudence for all concerned, and particularly institutions with special funding claims based on elusive grounds, to anticipate in their internal planning and decision-making a level and distribution of public resources that reflects increasing stringency."

and later:

"...Council wishes to register its appreciation of the special contribution of northern universities to the cultural life of their communities. Council senses that this contribution in many instances may be such that appropriate examples of its range should be brought to the sympathetic attention of the Ministry of Culture and Recreation by the institutions involved."

These observations imply a recognition that, in order to assure better utilization of public resources an appropriate process of rationalization should be undertaken. This process would involve not only the Ministry of Colleges and Universities, but also Culture and Recreation, Health and Community and Social Services and possibly other ministries of government.

The broad thesis I have adopted in this report is that Algoma University College may be able to identify a viable role for itself if it enters into a network of relationships which permits it to make a greater contribution to the community. This would not be easy to accomplish. It would demand, as I have indicated, much patient negotiation and careful planning and research. It would, inevitably, raise questions which threaten established interests, cause inconvenience or result in conflict.

These obstacles must be overcome if the objective is worthwhile and the community better served.

In the draft report entitled, "The Northern Dilemma: Public Policy and Post-secondary Education in Northern Ontario: by David M. Cameron with Peter J. Kuch dated June, 1976, it is observed that the Ministry of Colleges and Universities operates through college and university divisions which function in considerable isolation from each other. Though this arrangement may be satisfactory with respect to Southern Ontario institutions, the report states that it leaves no body in a position to consider overall problems and requirements for post-secondary education in Northern Ontario and precludes provincial leadership in encouraging university-C.A.A.T. college cooperation.

The report recommends establishment of a joint committee on Northern post-secondary education as a mechanism for reviewing this problem.

I commend this proposal to the Ministry for its earnest consideration.

I suggest as well, a somewhat more modest proposal; namely, that consideration be given to the designation of a senior official within the Ministry whose primary responsibility would be liaison with all universities, their affiliates and the C.A.A.T. colleges

in Northern Ontario. Such person would soon acquire a comprehensive knowledge of northern educational facilities and an awareness of their special environmental problems, thus being able to act as a resource person to assist all such institutions.

This person could also become directly involved, as an authoritative spokesman for the Ministry in the cooperative development of programmes and use of facilities. In so doing, there would be an assurance that the interests of the community as a whole would be given full consideration and the parochial interests of particular institutions would not be permitted to frustrate the rationalizing process.

I believe that the future viability of Algoma University College depends upon its developing the kind of cooperative arrangements described both in this report and that of Dr. Cameron. The same observation may apply to all post-secondary institutions in Northern Ontario.

I believe that the government, through the Ministry of Colleges and Universities, has a responsibility to monitor these efforts and to use its offices to encourage and indeed, insist upon appropriate solutions being adopted and implemented.

XIV. THE ROLE OF THE COMMISSION DURING
THE TRANSITIONAL PERIOD

With the delivery of this report, the Commission will close its office in Sault Ste. Marie. From time to time, I will receive reports from the Board of Trustees and consult with them. I will ask that they forward to me minutes of their meetings and other materials of an important nature so that I may be kept informed.

The transitional period will be one of signal importance to the college since its performance during the year will determine, to a large extent, the nature of the option to be adopted by me and recommended in my final report.

Since the trustees will require, from time to time, the assistance of consultants and other experts, I would recommend, for the consideration of the Lieutenant Governor-in-Council, that I be permitted to authorize the engagement of consultants and that the terms of their engagement and remuneration be determined and paid by the Commission subject to the limitations imposed upon me under the terms of my appointment.

I would further recommend that the salary and necessary disbursements of the Chairman of the Board of Trustees be paid by the Commission and not imposed as a charge upon the college. I would also recommend that honoraria, if any, paid to other members of the Board of Trustees be a charge upon the Commission.

I expect that the consultations between the Board of Trustees and myself and the reports received from them will provide valuable insights to me for the preparation of my final report in or about May of 1977.

In preparation for delivery of the final report, I will maintain contact with members of my staff and, in due time, call them together for the purpose of considering the preparation of the final report. Thereafter the document will be prepared, containing recommendations required to be made in accordance with the Terms of Reference set forth in Orders-in-Council OC 616/76 and OC 1248/76.

XV. CONCLUSION

It is my hope that the within report will be of assistance, particularly to the trustees, in understanding conditions at Algoma University College and in identifying areas of particular concern.

In tendering it, I am mindful of its superficial nature and its many shortcomings. The faults are mine.

By way of explanation, but not excuse, I must observe that the period since appointment of the Commission has been one of intense and unrelieved activity. This was made necessary because of the large number of questions to be resolved, the wide scope of the inquiry and the severe time frame which circumstances imposed. Time has not permitted the intensive research we should like to have undertaken into many of the questions which were raised.

It is my hope that during the coming months, a justifiable role can be found for the college and that its many problems can be resolved. In particular, I would hope that everyone who has been directly involved in its affairs and who has been affected in some way or another by its problems--governors, directors, principal, faculty, administration, support staff and students, can find tranquility and relief from the tensions of the past many months.

I think I have, if nothing else, clearly indicated the nature and magnitude of the task ahead.

I will, as I have said earlier, stand ready to render such assistance as I can in the months ahead.

In closing, I wish to record again my thanks to my staff and in particular to Mr. Keller and Ms. Meanwell who have carried

a heavy burden in preparing this second report and to
Ms. Marianne Skinner and Ms. Pat Smith for their hard work
in typing and assembling the report.

Dated at Sault Ste. Marie, Ontario, this 29th day of July, 1976.

All of which is respectfully submitted,

Thos. Valentine

Commissioner

APPENDIX A - LETTER TO MINISTER



John W. Whiteside, Q.C.
Commissioner
Rodney Hull, Q.C.
Counsel
Anthony Keller, LL.B.
Registrar
Catherine Meanwell, LL.B.
Assistant Registrar

The Royal Commission
ON
Algoma University College

c/o Holiday Inn
Room 923
208 St. Mary's River Drive
Sault Ste. Marie Ontario
P6A 5V4

July 22, 1976

The Honourable H.C. Parrott
Minister of Colleges and Universities
6th Floor, Mowat Block
Queen's Park
Toronto, Ontario

Dear Dr. Parrott:

My staff and I thank you for your reviewing with us the results of your discussion with the Board of Directors of Algoma College Association yesterday afternoon.

We are pleased to learn that the Board is prepared to accept the Commission's recommendations in principle.

In order that you may be better able to formulate a recommendation to Cabinet, I would take this opportunity to comment upon the specific proposals contained in the resolution adopted by the Board on Tuesday, July 20, and delivered to you yesterday. In so doing, I refer to the numbers contained in the resolution. The comments are as follows:

- 1) A heavy burden will be cast upon the academic administrator appointed President of the Corporation. In order to function effectively, there must be a high degree of personal compatibility between him and his fellow trustees. Further, the trustees must be selected with a view to assuring that their experience and knowledge are such that they will make a full contribution to the work of the Board of Trustees. For these reasons, we feel that appointments to the Board of Trustees by Order-in-Council should be made only after there is full consultation with the President-designate.
- 2) The revised wording of Recommendation No. 8 of the Preliminary Report, namely, that all powers, duties, rights and obligations of the Principal shall be transferred to and shall be vested in the President of the Corporation, is compatible with the proposal contained in the report.
- 3) The vesting of assets upon dissolution in a corporation having similar objects within the City of Sault Ste. Marie rather than Northern Ontario is an appropriate acknowledgement of the obligation of the institution to the city in which it is located.

- 4) At the meeting of the Board of Directors held yesterday, they indicated their unanimous belief that all rights of faculty relative to policy statements were fully protected by reason of certain agreements made between the college and the Algoma University College Faculty Association.

It was for this reason that they considered it to be unnecessary to have the policy statements confirmed by Supplementary Letters Patent.

This documentation has now been re-examined by us. It is our opinion and that of a senior member of the legal staff of the Ministry of Labour that considerable confusion exists with regard to the cumulative effect of an agreement made on December 19, 1975, assuring the retention of policies as practised and mutually agreed upon, and an agreement dated February 20, 1976, relating to salaries and other allowances.

Specifically, there is a question as to whether these documents constitute a collective agreement within the meaning of the Labour Relations Act.

Further, there appears to be a difference of opinion between Counsel representing the college and Counsel for the Faculty Association with respect to the true effect of the documents. The college has served notice of its intention to bargain under Section 45(1) of the Statute, thus implying its belief that the documentation constitutes a collective agreement. The Association, on the other hand, upon the advice of Counsel, has served notice under Section 13 of the Act. This section relates to a first agreement. Thus, the Association is implying that no collective agreement is presently in effect.

In view of the position of the Board stated to you yesterday, it is our belief that Recommendation No. 11 may be disregarded at the present time provided that the Board of Trustees, at the time of their appointment, are instructed to address themselves to the question of an appropriate confirmation of academic policies while negotiating a collective agreement for the year 1976-77.

In this connection, we would anticipate certain recommendations to be made in our second report, to be released on July 31st next, relative to academic policies. We propose to recommend that, in light of the possibility of major changes being recommended in the structure of the college and the function of its staff, the college and the Association confine their collective bargaining to monetary matters alone and that only such changes as are urgently required to be made in academic practices be the subject of bargaining.

It is my understanding that, with regard to the support staff, the Board of Directors will adopt a Special Resolution confirming practices relating to this group of employees which does not presently enjoy contractual protection.

5) It is assumed that, if the Board of Trustees should decide to appoint a person to the proposed office of Special Assistant to the President, they will give every serious consideration to the incumbent Principal as well as to other persons.

I hope the foregoing may be of assistance to you in weighing the recommendations contained in the Preliminary Report of the Commission.

Yours very truly,



J.W. Whiteside
Commissioner

APPENDIX B - RESOLUTION

Extract from the Minutes of a Meeting of the Board of Directors
of Algoma College Association held on Tuesday, July 20, 1976

On motion, duly made and carried, It Was Resolved That the Board of Directors with the best interests of the College in mind, inform the Minister of Colleges and Universities that they are prepared to accept the recommendation of Professor John W. Whiteside, Q.C. in principle, subject to the following amendments to the specific recommendations:

- 1) That Item No. 4 be amended to read "and the third representative of the Board of Trustees be a respected member of the community and not be a member of the Board of Directors or Board of Governors".
- 2) That Item No. 8 be reworded as follows: "that, as of the date of issue of the Supplementary Letters Patent, all of the powers, duties, rights and obligations of the principal shall be transferred to and shall be vested in the president of the corporation,"
- 3) That Item No. 9 be reworded by the substitution of the word "Sault Ste. Marie" for "Northern Ontario".
- 4) That Item No. 11 should not be included in an application for Supplementary Letters Patent, nor should the Board act in any way to adopt, ratify, approve or confirm the various policy statements referred to in this item.
- 5) That Item No. 12 be accepted provided that Dr. Watkins be given every serious consideration for the position.

APPENDIX C - LAKE SUPERIOR

Lake Superior State College

Lake Superior State College is a fully-accredited state college located in Sault Ste. Marie, Michigan. It is divided into two main schools, School of Arts and Social Sciences and the School of Science and Technology. Arts and Sciences contains the following departments: Behavioural Sciences, Business and Economics, Education, English Language and Literature, History and Political Science, Humanities, and Physical Education. The school of Science and Technology is made up of the following departments: Biological Sciences; Chem-Physics; Earth Sciences which includes Geology, Geography and Environmental Science; Engineering Technology; Mathematics; and Nursing.

Most students enrol in a programme in one of the above thirteen departments but as well there are students who have not enrolled in any one department.

The college offers a four-year Baccalaureate programs in Arts, Business, Science and Engineering. Undergraduates in the Engineering Programme must complete their fourth years studies at Central Michigan College. As well, there are one-year certificate and two-year associate degree programmes in some areas. The following is a list of courses offered with an indication of the degree obtainable:

Accounting	B.S.
Anthropology	
Art	
Biology	B.A.
Biological Sciences	B.S.
Business Administration	B.S.
Business Education	B.S.
Business	Two-year associate degree.
Chemistry	B.S., B.A.
Clerk-typist	One-year certificate
Computer Engineer Technician	Two-year associate degree
Construction Engineer Technician	Two-year associate degree

Distributive Education	
Drafting and Design Engr. Tech.	Two-year associate degree
Earth Science	B.A., B.S.
Economics	B.A.
Electronic Engineering Tech.	B.S., two-year associate degree
English Language and Literature	B.A.
Environmental Science	B.S.
Executive Secretarial	Two-year associate degree
Finance	
Food Service Management	Two-year associate degree
French	
Geography	
Geology	
History	B.A.
Humanities	
Industrial Education	B.S.
Industrial Relations	
Journalism	
Law Enforcement	Two-year associate degree; 1-yr. cert.
Liberal Arts	Two-year associate degree
Management	
Marketing	
Mathematics	B.S., B.A.
Mechanical Engineering Tech.	B.S., Two-year associate degree
Mechanical Drafting	One-year certificate
Medical Technology	B.S.
Mental Health Aide	Two-year associate degree
Military Science (Army ROTC)	
Natural Resources Technology	Two-year associate degree
Nursing	Two-year associate degree, B.A.
Nursing Home Management	B.S.
Office Administration	
Physical Education	
Physics	
Political Science	B.A.

Psychology	B.A., B.S.
Secretarial Executive	Two-year associate degree
Secretarial Science	
Social Science	B.A., B.S.
Sociology	B.A., B.S.
Speech/Drama	B.A.
Stenography	One-year certificate
Teacher Education	
Technical Accounting	Two-year associate degree
Technology	
Vocational-Technical	B.S.
Water Quality Tech.	

Limited graduate courses are offered in the Department of Education in conjunction with Northern Michigan University, Marquette, Michigan. The Department of Business and Economics is planning to offer some graduate courses under the aegis of another university. This programme is being initiated partly in response to a request from Algoma Steel Company administration for graduate Business studies.

L.S.S.C. already plays a role in continuing education in this community by providing management courses and instructors to local industry, and in particular, Algoma Steel. I understand that efforts taken by Algoma Steel to develop several programmes with Algoma University College have not materialized due primarily to the operating restrictions placed on the college.

From the list of courses offered, it appears that Lake Superior State College combines the role of a university and a C.A.A.T. college in the breadth of its programming to respond to needs perceived within the community.

The full-time student enrolment at L.S.S.C. is 1,765 and the part-time enrolment is 598. There are 8 students enrolled in graduate courses.

There are 105 full-time faculty and 18 sessional faculty.

In 1975 the Michigan State Legislature reduced fees to out-of-state students from northern Ontario from approximately \$1,500 to about \$600 for 1976-77. Accordingly, enrolment of Canadian students is on the increase and L.S.S.C. officials estimate that of the predicted 93 Canadian enrolment total, about one-half of this number would be commuting daily from Sault Ste. Marie, Canada.

The following excerpt from the L.S.S.C. calendar describing the activities of the Department of Part-Time Studies outlines the role this department sees for itself. The statement of purpose supports the earlier contention that L.S.S.C. fills the role both of a university and a community college.

"Responsibilities of Lake Superior State College extend beyond the boundaries of the campus to people in all walks of life.

"The Department of part-time studies makes college teaching, conference, classroom and laboratory facilities available to the entire Upper Peninsula region, the northern Lower Peninsula, and to our Canadian neighbors north of the border.

"The Department sponsors adult evening courses in a wide variety of subjects. It makes Lake Superior State College the conference center of the eastern Upper Peninsula by serving as host to educators, businessmen, engineers, and to scientific, lumbering, forestry and other civic and professional groups.

"Instruction is offered on the Sault Campus; Sault Ste. Marie, Ontario; Kinecheloe Air Force Base, St. Ignace, Newberry and other communities.

"Professional staff members cooperate in area-wide, state-wide and nation-wide educational programmes which are aimed at the economic and social betterment of the area and its citizens. Seminars,

workshops, research projects, and public service programmes are utilized in these endeavours. Some of these services are rendered through radio, television, or film series presentations.

"The general purposes are to:

1. Stimulate community interest in cultural breadth, e.g., liberal education for the specialist, science education for the non-scientist, and general education for all.
2. Provide occupational training, e.g., retraining of unemployed and under-employed workers, refresher courses for professional people, demonstrations or discussions of new techniques.
3. Assist communities to solve community problems.
4. Develop training opportunities with industry.
5. Coordinate the development of pre-college institutes and summer programs."

In its committee structure, L.S.S.C. has a cultural affairs committee which attends to events that offer a cultural focus for the community. The Citizens' Advisory Council whose object is to maintain good relations and communications between the college and the community and service area ensures that the college is considering the needs of the community it serves.

As well, Wilmur T. Rabe, the Director of College Relations, has a wide reputation for innovative and vigorous public relations which keeps Lake Superior State College in the public eye, and more importantly, in potential students' minds.

L.S.S.C. has accommodation for single students in 6 different residences, providing a total of 964 beds. As well, there are 64 apartments in 3 buildings to accommodate married students. There is also faculty housing available on campus.

A \$10½ million dollar athletic complex, nearing completion, includes an ice arena, gymnasium, 2 pools, as well as facilities for most athletics activities. This will be a drawing card for potential students.

APPENDIX D - SAULT COLLEGE

SAULT COLLEGE

Sault College provides a post-secondary education alternative to students in the Algoma District.

For the 1975-76 academic year, Sault College had total full-time enrolment of 2,881 in various programmes. It is of interest to note that Sault College officials estimate 60% of their post-secondary students (550 in 1975-76) are from Algoma District and the remainder come from other parts of Ontario or outside of Ontario.

In 1975-76 Sault College provided part-time education to over 13,000 students in the Sault area or approximately 1 out of every 7 citizens in the community.

There is a full-time teaching staff of 140 and approximately 20 part-time teachers.

The college has two main divisions: that of Applied Arts, Business and Health Sciences and that of Technology. In the former, the Department of Applied Arts offers programmes in Art, Early Childhood Education, General Arts and Sciences, Journalism and Mental Retardation Counsellor; the Business Department offers programmes in Business Management, Chef Training, Hotel and Restaurant Management, Secretarial Science, and Technical Administration; the Health Sciences Department offers a programme in Nursing.

In the latter, the division of Technology, the Department of Electrical/Mechanical Technology, offers programmes in Aviation Technology and Pilot Training, Electrical Technician, Electrical Technology, Electronic Technician, Electronic Technology, Machine Shop, Mechanical Drafting Technician, Mechanical Technician, Mechanical Technology, Welding and Fabricating; the Department of Engineering and Apprenticeship offers programmes in Architectural

Drafting Technician, Civic Engineering Technician, Construction Engineering Technician, Heavy Equipment Diesel, and Motive Power Technician; the Science and Resource Engineering Department offers programmes in Forest Technician, Forest Recreation Technology, Fish and Wildlife Technology, Geology Technician, Industrial Chemistry Technician and Medical Laboratory Technology.

As well, there is a retraining department and an extension and community development programme at the college.

In addition to the two campuses in Sault Ste. Marie, Sault College has a campus in Wawa and Elliot Lake.

The community Colleges are geared to the demands of the employment market. Sault College has advisory committees with members from area business, industry and professions to help keep their programmes relevant. The committees assist faculty in keeping programmes up-to-date, translating current market demands and technological advances into curriculum requirements.

Sault College has residences on campus in Sault Ste. Marie which provide accommodation for 150 students. As well, the Department of Student Affairs provides an off-campus housing service.

The college provides a career planning and placement service to aid students in obtaining full-time employment after graduation.

APPENDIX E - CLARKSON SUMMARY

SUMMARY OF FINDINGS AND CONCLUSIONS
CONTAINED IN THE REPORT TO THE ROYAL COMMISSION
ALGOMA UNIVERSITY COLLEGE INQUIRY
JUNE 1976
BY CLARKSON, GORDON & CO.
CHARTERED ACCOUNTANTS

I. STUDENT MARKET AND POST-SECONDARY
EDUCATION IN SAULT STE. MARIE

1. Algoma University College has historically drawn over 95% of its enrolment from Algoma District.
2. High school enrolment projections for Algoma District will begin to decline during the next two to three years.
3. By 1986, Grade 13 enrolment will be 30% less than the 1975 and 1976 expected enrolment levels (19% less for the entire Province).
4. About 22% of those students from Algoma District attending university enrol as freshmen at Algoma University College. Approximately three out of every four undergraduates attend other Ontario universities.
5. Full-time enrolment has declined by one-third in the past five years from 329 in 1971-1972 to 223 in 1975-1976. Of particular concern, the freshman enrolment has declined by one-half over the same period.
6. The numbers of part-time courses taken have declined from a level of 2,074 in 1970-1971 to 1,672 (or 334 FTE's) in 1975-1976. The part-time offerings play a major role in the College's service to the community as well as being a major factor in generating revenues.
7. The addition of both the intersession and summer session has not increased total part-time enrolment, but rather would appear to disperse essentially the same student population.

8. Part-time enrolment appears to follow a cyclical pattern satisfying demands in specific sectors of the population. The demands for part-time university studies in Sault Ste. Marie may not be as strong in the future.
9. The numbers of students (full-time and part-time) expected to attend Algoma University College should remain relatively stable over the next few years. We project that FTE's in 1976-1977 and the following two academic years will be in the area of 500. This compares to 557 FTE's in 1975-1976.
10. Increases in the numbers of arts programs or courses offered would appear to have little effect upon attracting additional students and, thereby, creating additional revenues to match increased costs. Conversely, a limited reduction of arts course offerings would not likely result in a significant decline in enrolment.
11. The mounting of the new Life Sciences Program may have only minimal effects upon increasing student enrolments and, consequently, the implementation of a three year program could prove to be a heavy cost which the college cannot afford.
12. A number of areas of academic demand appear to exist locally that are currently outside of the College's operating mandate as prescribed by Laurentian University and the Ministry of Colleges and Universities.
13. In order that the College can more effectively meet the needs of the local market for university level courses, some relaxation of the existing curricula restrictions should be considered, providing the College can demonstrate that any resultant new course offerings are economically self supporting.
14. While neither Sault College nor Lake Superior State College are direct competitors of Algoma University College, both offer viable alternatives to those students wishing to live at home in Sault Ste. Marie and follow post-secondary educational studies.

15. Algoma University College should take specific steps to promote the benefits of a small university and attract additional students, both from the Sault Ste. Marie region and other parts of Ontario.

II. ORGANIZATION OF STAFF

1. In our opinion, the administrative function is adequately staffed to meet existing demands. At the same time, this area would not appear to be oversatffed.
2. The B.I.U./faculty ratio is low compared to other Ontario universities. Potential areas for improving the ratio and reducing costs include:
 - elimination of certain low enrolment courses,
 - an increase in the standard faculty workload,
 - elimination of either the summer session or intersession.
3. The library staff level, which compared favourably to that of other small universities in 1974-1975, appears to be slightly low at present. The addition of a second qualified professional librarian is justified although the present financial difficulties dictate against such action at this time.

III. PLANNING AND BUDGETING PROCEDURES

1. Insufficient emphasis has been placed on the economic criteria associated with the development of academic programs. Financial factors must be more carefully considered when adding future programs or courses.
2. Algoma University College should conduct immediately a thorough study of the demand for the new Life Sciences program before making substantial new commitments.
3. The 1976-1977 Budget has not yet been given final approval and this budget may have to be revised. However, our analysis indicates to us that the preliminary budget represents the facts based on current plans. It shows a planned deficit of \$219,000.

4. Reasonably effective budgeting and cost control procedures are in place and appear to be functioning adequately.

IV. SYSTEMS AND PROCEDURES

1. The accounting system is generally adequate to meet the needs of the College. Some minor changes proposed would improve overall efficiency.

V. DETAILED COURSE COSTING

1. Applying direct costing techniques, many programs do not have sufficient enrolment to cover out-of-pocket costs. Over the longer term, the potential for substantially reducing projected budget deficits is through a careful rationalization of all courses to be offered in future academic sessions.
2. The elimination of specific courses with a history of low enrolments should be seriously considered.

VI. BUILDING FACILITIES AND MAINTENANCE

1. The current site can satisfy the College's space needs, based upon current and projected enrolments and programs.
2. In general, with minor exceptions, the space available in Shingwauk Hall is clean, well maintained, tastefully decorated and suitable to the needs of the College.
3. The space provided in three of the portable buildings (faculty offices, P1/P2/P4/P5) is marginal by today's standards and should be considered as only a temporary solution to the College's space needs.
4. Based on the scheduled hours of use between 9:00 A.M. and 5:00 P.M., the present science laboratory facilities (P3) are underutilized. In view of a \$70,000 request for the expansion of current facilities, we believe that the College should re-examine the option of using existing space or the sharing of facilities with other schools in the area.
5. We believe it might be possible for the College to realize some savings (about \$15,000/year) in the cleaning and

security functions. Further analysis would be needed to define the specific steps to be taken and the exact amounts of savings to be realized.

VII. ANALYSIS OF HISTORICAL AND
PROJECTED FINANCIAL INFORMATION

1. The College currently faces a projected 1976-1977 operating deficit of \$219,000 which exceeds the April 30, 1976 accumulated surplus of \$79,000 by \$140,000.
2. Under the current funding formula, unless the College reduces its operations drastically, it will be faced with continuing operating deficits possibly in excess of \$200,000 annually.
3. Academic expenses as a percentage of total spending appear to be reasonably comparable to other Ontario universities.
4. Library expenses are more than double those at other Ontario universities expressed as a percentage of total expenses. It is reasonable to expect that library costs would be higher because of the size of the College compared to other universities.
5. The College's spending on administration as a percentage of total expenditures is high when compared to all other Ontario universities because of the size of operation of the College does not allow for efficiencies of scale in the administrative area.
6. Spending in non-academic facilities and programs is less than at other Ontario universities.
7. Salaries paid to faculty members appear to be line with averages for the Province of Ontario.
8. Formula and Northern grants to the College for 1976-1977 will amount to \$2,082 per FTE, which is less than the average paid to other Ontario universities. This is because of the differences in programs offered.

VIII. AUDIT RELATIONSHIP

1. The College advances, and writes off, approximately \$7,000 each year to the Algoma Conservatory of Music. We understand the Conservatory's records are inadequate and suggest they be brought up to date and audited.
2. We believe the auditors should be asked for a letter annually that describes any deficiencies identified during the audit, comments on accounting or other matters that may have come to their attention, and gives any recommendations.
3. We believe an Audit Committee should be formed by the Board of Directors, which would discuss with the auditors the annual financial statements and any matters the auditors request be brought to the attention of the Board and the Members. The discussion should be prior to the annual meeting of the Association.
4. There should be a letter of engagement, agreed on by the Board and the auditors, setting out the auditors' responsibilities as they mutually understand them.

APPENDIX F - THE CAMERON REPORT

THE CAMERON REPORT

I am grateful to Dr. David Cameron, Director, School of Public Administration, Dalhousie University, Halifax, for his kindness in forwarding me a copy of the first draft of his report on post-secondary education in northern Ontario.

The report, entitled "The Northern Dilemma: Public Policy and Post-Secondary Education in Northern Ontario", dated June, 1976, was prepared by Dr. Cameron with Peter J. Kuch for the Ontario Economic Council. Its objective is to consider a proposal for preferential funding being granted post-secondary educational facilities in northern Ontario. The report treats with the special economic problems associated with education in northern Ontario, reviews post-secondary education requirements in the north and considers issues relating to the existing organization and programmes.

The report contains many interesting observations and valuable data. It provides a detailed history of the various institutions in northern Ontario.

Unfortunately, the report was received during the week prior to completion of the second report of the Commission and accordingly, it was not possible for me to review it in detail.

I commend Dr. Cameron's report to the trustees and others associated with Algoma University College for their careful study. I think that the report of the Commission will be found to complement much of the contents of Dr. Cameron's report.

I have made reference, in the chapter of the within report entitled, "The Government: A Responsibility", to one proposal made by Dr. Cameron. In the section entitled, "Government-Institutional Relations", he has recommended a coordinating mechanism for developing relations between universities and C.A.A.T. colleges in Northern Ontario. I have recommended a modified proposal in order to assist in developing relationships between Algoma University College and other institutions.

The central theme of the second report of the Commission appears to reflect precisely Dr. Cameron's thesis that criteria employed in judging universities in Southern Ontario cannot be applied in the north. It is this point which I have been most concerned to make in the within report.

The Cameron report must necessarily be given the most careful consideration by me and my staff in determining the future viability of the college before preparing our final report.

J.W.W.

